



MAYOR AND COUNCIL WORKSESSION

NO. DEPT.: Community Planning and Development Services DATE: January 4, 2005
CONTACT: Cindy Kebba

SUBJECT FOR DISCUSSION: Informational briefing of archeological investigations in Town Center and Watts Branch; preservation of sites less than 50 years old; penalty increase for unauthorized demolition and exterior changes, and non-compliance with work permits; sign or public art project to commemorate the African-American community that once occupied E. Middle Lane area; and historic recognition options for eligible City-owned properties.

ORDER OF DISCUSSION:

1. Archeology information briefing
2. Preservation of sites less than 50 years old
3. Penalty increase
4. Commemorative sign/artwork
5. Historic recognition options for City-owned properties

GENERAL DIRECTION SOUGHT AND SPECIFIC QUESTIONS TO BE ANSWERED:

1. Archeology information briefing

Staff presentation of recent and on-going archeological investigations at Town Square and at Watts Branch

The HDC requests guidance from the Mayor and Council regarding the following preservation strategies, policies and projects:

2. Preservation of sites less than 50 years old

While the City has procedures for reviewing properties for significance that are more than 50 years old prior to demolition, there is no policy in place for evaluating or preserving properties that have architectural, historical or cultural significance to the City yet have not yet reached this benchmark. The National Register Criteria for Evaluation encourage nomination of newer properties if they are of exceptional importance to a community, state, region or the nation. These criteria acknowledge that the 50-year time period is a practical, yet subjective, span of time to provide sufficient historical perspective to adequately evaluate a property. Sites that portray a theme in a historic context such as Post World War II development projects, or that may be subject to circumstances that could destroy integrity before the 50-year benchmark can pass, are examples for consideration for local evaluation. Peerless Rockville is currently creating an inventory of selected and representative sites from 1914 -1984 and has requested HDC involvement in advancing community awareness.

3. Penalties for violations

Penalties for demolishing structures that are designated historic or that are more than 50 years old prior to HDC review are currently inadequate to deter such action. There have been a few examples of demolitions of structures over 50 years of age in recent years prior to HDC opportunity to review them. All demolition requests are now routinely routed to HDC staff, but demolitions without a demolition permit can not be entirely prevented. The current penalty for unauthorized demolition is only \$100. Increasing financial sanctions is one solution to abate this problem. Fines could be increased up to \$1,000 by resolution, as allowed by State law.

Exterior alterations that are made without HDC review are subject to HDC retroactive review. There are no penalties if the work is approved, but the alterations may be required to be reversed if it is not. Refusal to correct the violation would be considered a municipal infraction and the fine is \$100 for the first day and \$200 for each additional day that a violation continues.

4. Commemorate East Middle Lane history

The HDC proposes that commemorative signage or artwork be included on East Middle Lane as part of the current work in Town Center to acknowledge and celebrate the history of this area as the largest African-American settlement in Rockville following the Civil War. This segregated, but very active, community included dwellings for more than 100 residents, shops, a school, a church, and social gathering locations.

5. Historic Recognition Options for City-owned properties

The City has a number of options to recognize and manage City-owned properties that have historic character and historic resources. These include site management plans, consultation with the HDC and other City department staff, National Register of Historic Places listing, and designation through a local map amendment. Several City-owned properties that have architectural, historic or cultural significance are designated or have been nominated for designation or recognition. These include the King Farm Farmstead Park (nominated by Peerless Rockville and the King Farm Civic Association), and the Pump House (nominated by Peerless Rockville and the East Rockville Civic Association.) Discussion to include consideration of a long-range plan for King Farm Farmstead Park and its remaining buildings: the main house, dairy barn, horse barn, hay shelter, tenant house, and garage.

LIST OF ATTACHMENTS:

- A. Staff memo on Archeology informational briefing to Mayor and Council
- B. National Register Bulletin, Guidelines for Evaluating and Nominating Properties that have Achieved Significance within the past Fifty Years.
- C. List of City-owned parks and facilities showing designated and potential historic preservation or recognition candidates memo dated 7/16/02; revised 1/4/05.



City of Rockville

MEMORANDUM

December 17, 2004

TO: Art Chambers, Director CPDS

FROM: Robin D. Ziek, Planner *RDZ*

VIA: Bob Spalding, Chief of Planning

SUBJECT: Archaeology informational briefing to M&C at January 10, 2005 Worksession

There have been concerned inquiries to the City regarding excavation in town center, one of the first areas settled in Rockville. The Historic Preservation office, with a trained archaeologist on staff, is monitoring this and other projects in the City. We would like to highlight some projects with the Mayor and Council and city residents to allay these concerns and share some exciting discoveries about our history.

The following is a summary of the current staff involvement with archaeological resources in the City. For a briefing to the Mayor and Council, we would provide a short summary, visual PowerPoint presentation to highlight the projects, and have artifacts available. Total report time would be about 5 minutes.

Location: Town Square

Staff Action: Researched and evaluated the archaeological potential associated with the construction of the Rockville Town Center; coordinated findings with the City and contractor. Monitor construction in potentially sensitive areas.

Result: Take advantage of construction opportunity, and manage cultural resources within the City of Rockville.

Background Summary: Peerless Rockville sent a request to the City July 1, 2004, to consider the potential for archaeological investigations at the Town Center, in conjunction with the upcoming construction. Staff evaluated the historic information about prior occupation at this site (18th 20th centuries), and reviewed construction soil borings of the area to assess historic grade. A Memorandum of Understanding was drawn up and agreed upon by the City and contractor that monitoring would be permitted by City staff. It was also agreed that, should a

feature be found during the excavation, salvage efforts would be permitted to recover associated artifacts and data. It was also agreed that random test pits would not be effective, mostly due to the large amount of prior disturbances of the Town Center site from the mid-20th century on. Staff has collected some samples of building materials as requested by Peerless Rockville, and staff continues to monitor the excavation.

- Location:** Watts Branch (sites 18MO179, 18MO263, 18MO264, 18MO265).
Survey along Watts Branch from Carnation south approximately 260'.
- Staff Action:** Provide support for archaeology, coordinating with City departments and Montgomery College
- Result:** Exciting discoveries that document human activity in Rockville dating to 3000 B.C. and 1300 A. D., providing new information about Rockville's prehistory.

Background Summary: Dr. Mary Gallagher and Dr. Eugenia Robinson, Montgomery College began work in October 2002 at 18MO179 to mitigate the effects of erosion due to a combination of run-off from an adjacent residential street and the natural processes of Watts Branch. Excavations were also conducted by the Mid-Potomac Chapter of the Archeological Society of Maryland at this site in 2003 and 2004, and some tests were also done at 18MO264 and at 18MO263, in the same vicinity. As an outgrowth of this work, the College applied to the County's Historic Preservation Commission for a grant to support a life-long learning team at Rockville's Senior Center; and, received ½ (\$2500) of the requested amount in the current grant cycle. This money will be spent studying the artifacts already recovered in 2002 - 2004, and in conducting additional excavations in 2005.

An exhibit illustrating early occupation in Rockville is planned for the Croydon Creek Nature Center using artifacts excavated by the College (but owned by the City) and based on findings by the College and other local archaeologists. Staff is currently researching the options for the long-term curation of the City's artifacts, to make them available to researchers at the local and state level, while also retaining the potential for future displays in the City.

In addition, staff worked with Recreation and Parks and Department of Public Works to develop a scope of work for a Phase I level survey within the "areas of disturbance" of the stream valley restoration project in the immediate vicinity of these known archaeological sites. A small contract was authorized by DPW in October, to be completed in January 2005. The goal is to identify archaeological resources that could be affected by the proposed work, and evaluate their potential significance according to State standards.

Location: Wootton's Mill and William Henry Holmes

Staff Action: Research and prepare a book on the significance to the City of Rockville of Wootton's Mill and William Henry Holmes.

Result: Renewed appreciation of early settlers and their way of life and of Dr. and Mrs. Holmes, Rockville residents who made enduring national contributions to art, archaeology and ethnology.

Background Summary: Research and archaeological investigations were conducted in this park in 2000 through a contract let to Ward Bucher, Architects for survey and research of Wootton's Mill. TetraTec Inc. was hired to locate the Wootton's Mill site and any significant artifacts that would contribute to the interpretation of the site. A report was submitted to the City in July 2000. Today, city staff is using this information and additional research to prepare a book on this site. It will focus on the early settlement and milling history of Wootton's Mill, as well as the significance of Dr. William Henry Holmes, a geologist, archaeologist, artist, and Director of the National Gallery. He lived at Wootton's Mill from 1905–1919.



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by
MARCELLA SHERFY
W. RAY LUCE

Revised 1990; 1996; 1998
 Originally published 1979

Photo Caption: When constructed in 1927, Central High School, Pulaski County, Little Rock, Arkansas, was named the "Most Beautiful High School Building in the Country." Designed by architect John Parks Amand, Central High School is exceptionally significant for architecture and for its role in the 1957 school desegregation crisis. Pictured here in front of the building are members of the National Guard called out by Arkansas governor Orval Faubus on September 2, 1957. (Library of Congress Prints and Photographs Division, LC-U9-1015-C-23)

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PREFACE

When it was established in 1966, the National Register of Historic Places provided official recognition for the nation's heritage and encouraged public participation in the protection of historic places. The framers of the 1966 Act envisioned the National Register as a broad list of historic properties that reflected "the spirit and direction of the Nation." In order to assure historical perspective and avoid judgments based on current or recent popular trends, the 50-year period was established as a guide for evaluating the historic resources worthy of preservation. However, the National Register Criteria for Evaluation provided for the recognition of historic places that achieved significance within the past 50 years; a property of that vintage may be eligible if it is of **exceptional importance** at the national, State, or local level.



Interior, Graceland, Memphis, Shelby County, Tennessee. Graceland, listed on the National Register in 1991, is exceptionally significant because of its association with Elvis Presley, who revolutionized popular entertainment in the United States during the 1950s and 1960s. (Jennifer Tucker, Tennessee Historical Commission, 1991)

Over the past three decades, Criteria Consideration G has proved a reasonable test for the historic significance of properties achieving significance within the past 50 years. As of the end of 1994, 2,035 properties (out of approximately 64,000 total listings) had been listed in the National Register under Criteria Consideration G. Of these, 464 listed properties reflect some aspect of the nation's history since 1950, and 77 of these places exclusively reflect some aspect of our history since 1974. Many of these properties are recognized for their extraordinary role in our nation's history; however, approximately one-third are listed for their exceptional importance in community history. Since it was first published in 1979, this bulletin has guided the evaluation of properties from the Depression era and the World War II period. This edition moves on to the next major period of time: the post-World War II era. Depending on the historical event or pattern of events, significant persons, or architectural movements, the post-World War II period can stretch through the mid-1960s (Civil Rights Movement); the mid-1970s (end of the Vietnam war); the early 1980s (end of the Modern Movement in architecture); the late 1980s (end of the Cold War); or some other logical end

date.

This bulletin's fourth update is issued at a time when several other organizations—such as the Association for Preservation Technology, the National Trust for Historic Preservation, and the Society for Commercial Archeology—have expressed increased interest in the recent past through special publications on the subject. The 1995 conference, "Preserving the Recent Past," held in Chicago, Illinois, is another important indicator of popular and professional commitment to preserving significant historic properties of the recent past. Directed by the late H. Ward Jandl, the conference served as an important forum for discussing a wide range of issues associated with historic properties of the 20th century. The properties that have been listed under Criteria Consideration G illustrate public recognition of these places as truly historic. We thank these individuals and organizations and the publication's original authors for their continued interest in the subject.

Carol D. Shull
Keeper, National Register of Historic Places
National Park Service
U.S. Department of the Interior

Mission

The mission of the Department of the Interior is to protect and provide access to our Nation's natural and cultural heritage and honor our trust responsibilities to tribes.

This material is partially based upon work conducted under a cooperative agreement with the National Conference of State Historic Preservation Officers and the U.S. Department of the Interior.

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ACKNOWLEDGMENTS

This bulletin was first issued in 1979 as "How to" #2 and written by then National Register historians Marcella Sherfy and W. Ray Luce. Patrick W. Andrus, historian with the National Register of Historic Places, and the authors revised the text and produced the 1990 version of the bulletin, renamed National Register Bulletin 22, which included a discussion of historic properties of the World War II period. The examples cited in this third edition of the bulletin are derived largely from the essay that Carol D. Shull and Beth L. Savage prepared for the "Preserving the Recent Past" conference of 1995: "Trends in Recognizing Places for Significance in the Recent Past," which summarized recent listings of properties under Criteria Consideration G. The National Park Service prepared this bulletin pursuant to the National Historic Preservation Act of 1966, as amended, which directs the Secretary of the Interior to develop and make available information concerning historic properties.

Guidelines for Evaluating and Nominating Properties that Have Achieved Significance Within the Past Fifty Years was developed under the general editorship of Carol D. Shull, Keeper of the National Register of Historic Places. Beth L. Savage and Sarah Dillard Pope coordinated the publication of the fourth edition of this bulletin. Antoinette J. Lee, historian, Tanya M. Velt, Rama R. Badamo and Mary M. Kell coordinated previous editions.

Comments on this publication may be directed to: Keeper of the National Register of Historic Places, National Park Service, 1849 C Street, NW, #2280, Washington, DC 20240.

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I. INTRODUCTION



The interior of the Drafting Studio at Taliesin West, Maricopa County, Arizona, illustrates the unique method of architectural training available at Taliesin West, which had exceptional influence on post-World War II architectural design in the United States. (Courtesy of the Taliesin West Foundation, 1964)



As the home of the American Bandstand program from 1952 to 1963, the 1947 WFIL Studio in Philadelphia, Pennsylvania, is exceptionally significant in the early development of the television industry. (Susan Shearer, 1986)

Properties that have achieved significance within the past 50 years may be listed in the National Register of Historic Places, according to the National Register Criteria for Evaluation, only if they are of "exceptional importance," or if they are integral parts of districts that are eligible for listing in the National Register. This principle safeguards against listing properties which are of only contemporary, faddish value and ensures that the National Register is a register of **historic** places.

The Criteria for Evaluation are not designed to prohibit the consideration of properties whose unusual contribution to the development of American history, architecture, archeology, engineering, and culture can clearly be demonstrated. The Criteria for Evaluation provide general guidance on National Register eligibility. However, the 1966 National Historic Preservation Act did not assume that significance could be a matter of rigid, objective measurement. It specifically encourages the recognition of locally significant historic resources that, by appearance or association with persons or events, provide communities with a sense of past and place. The historical value of these resources will always be a combined matter of public sentiment and rigorous, yet necessarily subjective, professional

assessment. Hence the Criteria for Evaluation, including their discussion of properties of recent significance, were written to offer broad guidance based on the practical and philosophical intent of the 1966 Act.

As a general rule, properties that have achieved significance within the past 50 years are not eligible for National Register listing because the National Register is intrinsically a compilation of the Nation's **historic** resources that are worthy of preservation. The National Register does not include properties important solely for their contemporary impact and visibility, and it rarely is possible to evaluate historical impact, role, or relative value immediately after an event occurs or a building is constructed. The passage of time is necessary in order to apply the adjective "historic" and to ensure adequate perspective. To be a useful tool for public administration, the National Register cannot include properties of only transient value or interest. The passage of time allows our perceptions to be influenced by education, the judgment of previous decades, and the dispassion of distance. In nominating properties to the National Register, we should be settled in our belief that they will possess enduring value for their historical associations, appearance, or information potential.

Fifty years is obviously not the only length of time that defines "historic" or makes an informed, dispassionate judgment possible. It was chosen as a reasonable, perhaps popularly understood span that makes professional evaluation of historical value feasible. The National Register Criteria for Evaluation encourage nomination of recently significant properties if they are of exceptional importance to a community, a State, a region, or the Nation. The criteria do not describe "exceptional," nor should they. Exceptional, by its own definition, cannot be fully catalogued or anticipated. It may reflect the extraordinary impact of a political or social event. It may apply to an entire category of resources so fragile that survivors of any age are unusual. It may be the function of the relative age of a community and its perceptions of old and new. It may be represented by a building or structure whose developmental or design value is quickly recognized as historically significant by the architectural or engineering profession. It may be reflected in a range of resources for which a community has an unusually strong associative attachment. Thus a complete list of exceptionally significant resources cannot be prepared or precise indicators of exceptional value prescribed. The following discussion offers guidance for the reasoning and evaluation applicable to properties that have achieved significance in the past 50 years. It also offers direction on preparing Statements of Significance for National Register nominations (Section 8 of the National Register registration form, NPS Form 10-900)

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II. HISTORIC CONTEXT

All National Register nominations should be based upon an understanding of the historic context with which the nominated resource is related. Historic context refers to all of those historic circumstances and factors from which the property emerged. Knowledge of historic context permits us to understand the relative importance of the resource in question. Evaluating a property within its historic context ensures accuracy in understanding its role and in making comparisons among similar resources. As defined in Webster's dictionary, context is comprised of the "interrelated conditions in which something exists or occurs." An understanding of the context of a historic resource is based on knowledge of the time, historical theme, and geographical area with which the property is associated. This involves understanding, among other things, the social, political, economic, artistic, physical, architectural, or moral environment that accounted for the presence of, as well as the original and current nature of, the resource. Historic context will vary with resources. It may be as simple as sites associated with the lumber industry in a particular county in the late 19th century, or as complex as the development of a national railroad line which was created by one set of physical, political, and economic forces, yet had different economic, social, political, and architectural impacts on local communities and geographic areas. A thorough understanding of historic contexts for resources that have achieved significance in the past 50 years is essential for their evaluation. In evaluating and justifying exceptional importance, it is especially critical to identify the properties in a geographical area that portray the same values or associations and determine those that best illustrate or represent the architectural, cultural, or historical values being considered. Thus the first step in evaluating properties of recent significance is to establish and describe the historic context applicable to the resource.



The primary innovation of Radburn, Bergen County, New Jersey, was the separation of pedestrian and vehicular traffic. Radburn, planned by Clarence Stein and Henry Wright, was placed on the National Register in 1974 because of the exceptional influence its plan has had and continues to have on the planning of suburban communities. (Louis Di Geronimo, 1974)



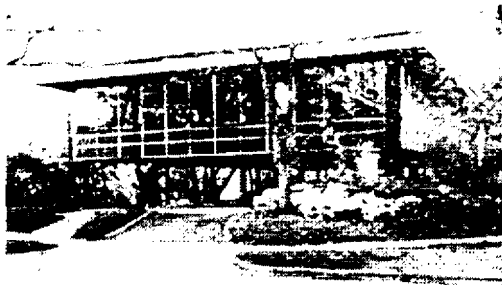
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III. SCHOLARLY EVALUATION



G. Milton Small & Associates, Raleigh, Wake County, North Carolina, built 1966. Designed by architect Milton Small, this small office building shows Small's mastery of the language of architectural expression developed by Mies van der Rohe, a dominant force in American building in the 1950s and 1960s. (Bill Garrett, North Carolina Division of Archives and History, 1994)

A case can more readily be presented and accepted for a property that has achieved significance within the past 50 years if the type of architecture or the historic circumstances with which the property is associated have been the object of scholarly evaluation. The scholarly sources available to assist in evaluating properties from the post-World War II era are becoming plentiful. Journals of architectural history, social history, landscape architecture, landscaping, industrial archeology, and urban development offer solid scholarship on many kinds of resources likely to be encountered. Previous National Register nominations may assist in establishing appropriate context and additional scholarship. Papers presented at conferences may

contain research and analysis useful for resources of recent origin. In short, the application of scholarship not popular social commentary does not demand the presence of a published book. A wide and growing array of scholarly interest in historic properties can greatly assist evaluation of recent properties.

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IV. FRAGILE OR SHORT-LIVED RESOURCES

Some resources acquire historical qualities before the passage of 50 years because they either were not built to last that long, or, by their nature, are subject to circumstances that destroy their integrity before 50 years have elapsed. Such resources are viewed by scholars and by the public as "old" even before they are 50 years old. World War II frame temporary buildings were often constructed to meet temporary, intense demands for housing or office space and were not constructed to last long. While they tended to be viewed as automatically expendable, many in fact did survive for decades after the war. Mining structures in the Rocky Mountain West region have a short life-span both because the effects of weather and because entrepreneurs did not invest much in their construction in order to maximize gain and/or limit financial risks. Federal tax laws, competition within industry, changing transportation routes, and shifts in consumer tastes have jeopardized many early motel or motor court complexes, shopping centers, and other roadside buildings. Their rate of survival with integrity from the post-World War II era is very low. Many highways from that same era have undergone "improvements" that result in the loss of historic engineering qualities and original materials. The fact that a resource is jeopardized by a specific proposed project does not, in and of itself, render that resource more historically important than if it were not threatened. But one may evaluate whether a type or category of resources—as a whole—has faced loss at such a rate that relatively young survivors can be viewed as exceptional and historic.



Built in 1912, the African Queen did not achieve fame until 1951 when it played a starring role in the hit film of the same name. The vessel is currently located in Monroe County, Florida. (Arthur Lemon, Wisconsin Center for Film and Theater Research, 1951)



The Baltimore-Washington Parkway in Anne Arundel and Prince George's counties, Maryland, was constructed between 1942 and 1954 as a component of a national parkway system. (Sara Amy Leach, April, 1988)

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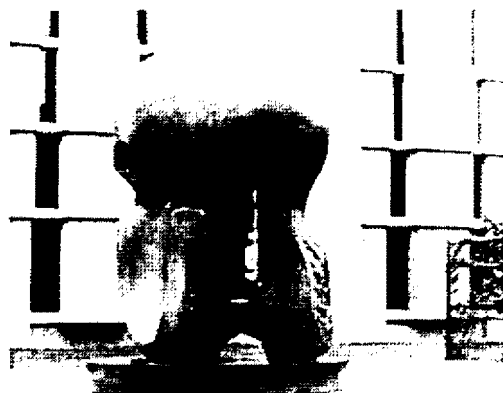
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V. TIME

There are several specific issues relating to time that should be addressed in evaluating a less than 50-year-old property. The 50 year period is an arbitrary span of time, designed as a filter to ensure that enough time has passed to evaluate the property in a historic context. However, it was not designed to be mechanically applied on a year by year basis. Generally, our understanding of history does not advance a year at a time, but rather in periods of time which can logically be examined together. For example, events that relate to the Cold War can best be evaluated in relation to other events or properties from the same period. This means that our ability to evaluate properties moves forward in uneven leaps of years.



Nuclear Energy, sculpture by Henry Moore commemorates the first controlled nuclear chain reaction. The site, on the campus of the University of Chicago, was declared a National Historic Landmark in 1983. Chicago, Cook County, Illinois (Blanche H. Schroer, National Park Service, May 1975)

It should be determined whether the period under consideration calls for a routine historical evaluation or whether the period needs to be viewed in the context of exceptional importance. Without such a determination, certain properties which have just passed the 50-year point might be given greater value, and those just less than 50 years old might be inappropriately ascribed less importance, when the resources should have been evaluated together to determine their relative significance. Several such periods have been examined since the National Historic Preservation Act was passed in 1966. The 50-year period at that time did not yet include World War I. Soon after the law was passed properties related to the First World War were evaluated but that evaluation only made sense when examined for the entire war, not on a yearly basis. Similar leaps have been involved with the "Roaring Twenties" and the Depression and the Federal government's response to it. During the past 20 years we have been able to evaluate and list properties, in many categories, constructed or achieving significance during those years, including: Federal projects during the Depression and World War II, the development of air transportation, Art Deco and the International styles of architecture, scientific advances, and sites related to numerous political and social events and individuals. There is now sufficient

perspective to enable an evaluation of a number of properties related to the post-World War II era. Some topics for evaluation under Criteria Consideration G include post-World War II development projects; the growth of suburban subdivisions, shopping malls and commercial strip development; the expansion of educational, recreational, and transportation facilities; the Civil Rights movement; the advent of the United States space program; the Vietnam War; and the impact of historic preservation on American cities, towns, and rural areas. An evaluation of some of these categories of resources before others might be possible, either because specific scholarly studies are available, or there exists general historical knowledge about the period or the significance of the resource. A second consideration regarding time is that the appropriate date from which to evaluate a property for exceptional significance is not always the date of construction, but rather, the point at which the property achieved significance. The significance of an architecturally important property can be charted from the time of its construction. But the significance of properties important for historical associations with important events or persons should be dated from the time of the event or the period of association with a historically important individual. For example, Flannery O'Connor's home, *Andalusia*, in Milledgeville, Georgia, is significant for its association with O'Connor. She was renowned as a short-story writer of the post-World War II generation, who used the Southern landscape as a major force in shaping her fiction. The period of significance clearly begins in 1951 when she moved there, rather than the early 20th century when the complex of buildings was constructed. Thus, although a property may be more than 50 years of age, if it is significant solely for a reason that dates from within the past 50 years, it must be exceptionally important to be listed in the National Register.



Associated with author Flannery O'Connor's productive career, 1951- 1964, Andalusia, Milledgeville, Baldwin County, Georgia, is where O'Connor lived and did most of her writing. (James R. Lockhart, Georgia Department of Natural Resources, June, 1979)

Third, the more recently a property has achieved significance, generally, the more difficult it is to demonstrate exceptional importance. The case for exceptional importance is bolstered when there is a substantial amount of professional, documented materials on the resource and the resource type. A property listed in the National Register 10 or 15 years after it has achieved significance requires clear, widespread recognition of its value to demonstrate exceptional importance. For example, Dulles International Airport Terminal, Loudoun County, Virginia, built in 1962, was determined eligible for the National Register in 1978. That action was based on the ability to evaluate the building compared with other modern buildings

and recent airports. Dulles Airport was immediately recognized as one of the most important post-World War II American architectural masterpieces and one of the most innovative airport designs. A 1976 American Institute of Architects' poll selected the building as the third most significant building in the Nation's first 200 years. The building has been widely recognized in professional publications as exceptionally important in the history of American architecture.

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VI. COMPARATIVE EVALUATION OF THE SIGNIFICANCE OF A PROPERTY

After determining the theme and appropriate time or chronological period with which a property is associated, the geographic limits of the property's context must be established. Exceptional importance does not necessarily mean national significance; rather, it is a measure of a property's importance within the appropriate historic context, whether the geographic scale of that context is local, State, or national. In other words, is the property best understood within the framework of a community, a river valley, a region, the State, or the Nation? In evaluating and justifying exceptional importance, it is critical to identify the properties in a geographical context that portray the same values or associations and determine those that best illustrate or represent the historical, architectural, cultural, engineering, or archeological values in question. The scope or level (local, State, or national) at which this evaluation is made is directly related to the geographic level or "scale" of the property's historic context. For example, properties whose importance relates only to local mining activities need only be compared to others found in that locality to determine their comparative value.

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VII. ASSOCIATIONS WITH LIVING PERSONS



One of America's preeminent folk artists, woodcarver Elijah Pierce, b. 1892, worked in this barber shop/art gallery and lived in the adjacent residence in Columbus, Franklin County, Ohio, for more than thirty years. Because of the exceptional importance of Pierce's work, the Elijah Pierce Residence and Gallery was listed the National Register while Pierce was still living. (Kojo Kamau, July, 1982)

On rare occasions, properties associated with individuals still living have been listed in the National Register. However, the nomination of such properties is strongly discouraged in order to avoid use of the National Register listing to endorse the work or reputation of a living person. Periodically, however, sufficient scholarship and evidence of historical perspective exist to list a property associated with living persons whose active life in their field of endeavor is over. In these instances, sufficient time must have elapsed to assess both their field and their contribution in a historic perspective. For example, two properties in Columbus, Ohio, associated with the folk artist Elijah Pierce were listed in the National Register even though the artist was still alive and had

achieved significance within the past 50 years. It was demonstrated that Mr. Pierce's body of work was widely recognized as being exceptionally important within the realm of folk art. The buildings (his residence and barbershop/art gallery) were the only extant properties associated with the artist and that association was long standing (30-40 years). At the time of the nomination Mr. Pierce was 92 years old, and it was unlikely that he would produce additional works which would require a major re-evaluation of his contribution to folk art. For further guidance on this topic see *National Register Bulletin: Guidelines for Evaluating and Documenting Properties Associated with Significant Persons*.

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VIII. PROPERTIES IN HISTORIC DISTRICTS

Under the National Register Criteria there are two ways that a property that has achieved significance within the past 50 years can be eligible for the National Register. First, as discussed above, a property can be individually listed if it is exceptionally important. Properties can also qualify if they are an "integral part" of a historic district that qualifies for National Register listing.

Properties that are integral parts of a district do not need to be individually eligible for the National Register or of individual exceptional importance. An explicit explanation must, however, be given as to how they qualify as integral parts of the district. This is demonstrated by documenting that the property dates from within the district's defined period of significance and that it is associated with one or more of the district's defined areas of significance.

Properties less than 50 years old may be integral parts of a district when there is sufficient perspective to consider the properties as historic. This is accomplished by demonstrating that: (a) the district's period of significance is justified as a discrete period with a defined beginning and end; (b) the character of the district's historic resources is clearly defined and assessed; (c) specific resources in the district are demonstrated to date from that discrete era; and, (d) the majority of district properties are over 50 years old. In these instances it is not necessary to prove exceptional importance of either the district itself or of the less-than-50-year-old properties. Exceptional importance still must be demonstrated for districts where the majority of properties or the major period of significance is less than 50 years old, and for less-than 50-year-old properties that are nominated individually.

Historic districts with less-than-50 year-old properties that share elements of historical and architectural significance of the districts illustrate the policy discussed above. For example, some historic districts represent planned communities whose plan, layout of the streets and lots, and original construction of homes all began more than 50 years ago. Frequently, construction of buildings continued into the less-than-50-year period, with the later resources resulting from identical historical patterns as the earlier buildings and representing a continuation of the planned community design. In instances where these later buildings make up only a small part of the district, and reflect the architectural and historic

significance of the district, they can be considered integral parts of the district (and contributing resources) without showing exceptional importance of either the district or the less-than-50-year-old buildings.

While some districts have a unified historic and/or architectural development, it is important to recognize that integral does not mean that a district must have homogeneous resources or significance. Districts can also include diverse resources that represent the area's development over time. A commercial or residential area, for example, may form a unified whole, but have resources built in a variety of styles over a long period of time. In such a context, a post-World War II movie theater or recreation facility may have increased significance because these are important buildings and represent that period of the district's history. Thus such buildings often are integral parts of districts in which they are located.

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IX. JUSTIFYING THE IMPORTANCE OF PROPERTIES THAT HAVE ACHIEVED SIGNIFICANCE IN THE PAST FIFTY YEARS

The National Register nomination documentation for properties of recent significance must contain deliberate, distinct justification for the "exceptional" importance of the resource. The clarity and persuasiveness of the justification is critical for registering properties that have gained importance in the past 50 years.

The rationale or justification for exceptional importance should be an explicit part of the statement of significance. It should not be treated as self-explanatory. Nominations must make a persuasive, direct case that the grounds the historic context for evaluating a property's exceptional importance exist and that the property being nominated is, within that context, exceptional. This justification must address two issues at the beginning of a nomination's Statement of Significance. The first section should contain, as described in the National Register Bulletin entitled *How to Complete the National Register Registration Form*, a straightforward description of why the property is historically significant with direct reference to the specific relevant National Register Criteria. Detailed guidance on this topic is contained in the National Register Bulletin entitled *Guidelines for Applying the National Register Criteria for Evaluation*. The second section should contain the justification as to why the property can be determined to be of exceptional importance. It must discuss the context used for evaluating the property. It must demonstrate that the context and the resources associated with it can be judged to be "historic." It must document the existence of sufficient research or evidence to permit a dispassionate evaluation of the resource. Finally, it must use the background just presented to summarize the way in which the resource is **important**.



The Onondaga County War Memorial in Syracuse, New York, was erected in the post-World War era as a "living memorial" to those who served in the armed forces. It is an exceptional example of contemporary concrete thin shell vault construction. (John H. Fooks, 1949-1951)



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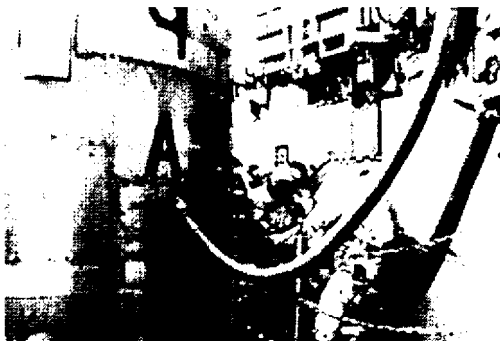
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X. EXAMPLES

The following properties, whose period of significance extends to less than 50 years ago, have been listed in or determined eligible for the National Register. The list is not exhaustive, but is intended to illustrate the range of such National Register properties. The thematic approach, that is, studying all or most of the properties related to a historic theme in a given area may be used in nominating groups of historic properties associated with the post-World War II era. The Multiple Property Documentation Form is an excellent way to evaluate and nominate groups of properties. While all properties must meet at least one of the National Register Criteria, many qualify for more than one. **Criterion A** recognizes properties that have made a significant contribution to the broad patterns of our history. **Criterion B** allows the listing of properties that are associated with the lives of persons significant in our past. **Criterion C** recognizes properties that are architecturally significant. And **Criterion D** applies to properties that have yielded or may be likely to yield information important in prehistory or history. (See section XIII. National Register Criteria for Evaluation.)



The Titan II ICBM Missile Site 8 (571- 7) in Pima County, Arizona, was listed in the National Register in 1992. This view shows a simulated vapor detection check by propellant transfer technicians. (David K. Stumpf, 1992)

Under National Register Criterion A, properties associated with a variety of exceptionally important historic events have been listed. For example, the inception of the American space program can now be viewed in a historic perspective. Properties in the National Register associated with the space program include research centers, such as the Propulsion and Structural Test Facility at the George C. Marshall Space Flight Center in Huntsville, Alabama, and the Zero Gravity Research Facility at the Lewis Research Center in Cleveland, Ohio; launch sites, including Cape Canaveral Air Force Station in

Florida, and Space Launch Complex 10 at Vandenberg Air Force Base in Lompoc, California; flight control facilities, such as the Apollo Mission Control Center in Houston, Texas; and space vehicles such as the Saturn V in Huntsville, Alabama.

The Fleischmann Atmospherium Planetarium in Reno, Nevada is exceptionally important under Criterion A for its role in scientific research and education in Nevada. It was the first planetarium in the nation to feature a 360-degree projector capable of providing horizon-to-horizon images, and through time-lapse photography, show an entire day's weather in a few minutes. In another example, the Student Center of Alaska Pacific University in Anchorage, Alaska, served as the site of the 1971 Alaska Federation of Natives conference, which led to the momentous Alaska Native Claims Settlement Act of 1971. This act represented the largest compensation ever paid to Native settlement claims. This property was evaluated as exceptionally important under Criterion A.

In Topeka, Kansas, the Monroe School, now known as the Brown v. Board of Education National Historic Site, is significant as the property associated with the 1954 landmark United States Supreme Court case, *Brown v. Board of Education*. In that decision, a state's action in maintaining segregation by providing "separate but equal" public facilities was found unconstitutional. As a result, the 21 States with segregated public schools were forced to desegregate them. In 1994, the property was added to the National Park System.

Under National Register Criterion B, the homes of exceptionally important persons, representing many fields of endeavor have been recognized. The Charlie Parker House in New York City is significant as the home of Charlie "Bird" Parker, creator of a jazz genre known as "be-bop," between 1950 and 1954. During his residency at the house, his career as a jazz master and prominent recording artist was established. The Silver Spring, Maryland home of Rachel Carson was designated a National Historic Landmark. Occupied by her from 1956 to her death in 1964, the house is where she wrote *Silent Spring* which drew public attention to the poisoning of the earth and catapulted her to the forefront of the environmental protection movement. Carson designed and oversaw the construction of the house to provide the domestic environment she needed for writing.

Under National Register Criterion C, properties of recent vintage have been shown to have an exceptional impact at a variety of scales. The Lever House building in New York City, constructed between 1950-1952, is architecturally significant as one of the country's first corporate expressions of the International style in post-World War II America. The Norris and Harriet Coombs "Lustron House" built in Chesterton, Indiana, in 1950 is of exceptional architectural importance at the local level as a rare and intact example of a significant manufactured housing type employing an unusual building material. The Lustron House was constructed with a steel framing system to which porcelain enameled steel panels were attached. The house fits into the prefabricated housing tradition well established by firms such as Alladin and Sears in the early 1900s. The Onondaga County War Memorial, constructed in Syracuse, New York, between 1949 and 1951, is of exceptional architectural importance at the local level as an early example of a "living memorial" erected in the post-World War II era to commemorate duty in the armed services.

Important feats of engineering constructed within the past 50 years also have been recognized in the National Register, such as the Gateway Arch in St. Louis, Missouri, designed in 1947 and constructed between 1963 and 1968, and listed under Criterion C.

The 1956 Solar Building in Albuquerque, New

Mexico, was listed in the National Register in the area of engineering because it was an early solar-heated commercial building, the equipment for which survived largely intact. It was constructed when active solar-energy systems were still considered experimental.

It is often challenging to evaluate architectural properties of the post-World War II era one at a time. Several States have effectively used a thematic approach and the Multiple Property Documentation Form to evaluate and nominate groups of properties that usually qualify under Criterion C as examples of particular architectural styles or methods of construction. The National Register listed several residences in North Carolina nominated under the name "Early Modern Architecture Associated with North Carolina State University School of Design." Dating from 1950 to 1968, the nominated buildings employed structural innovations, were publicized widely in national and regional architectural periodicals, and form a distinctive body of work with identifiable traits from the beginning to the end of the period of significance.



Completed in the spring of 1950, this pre-fabricated, all-metal Lustron House, Porter County, Indiana, was considered by many at the time to be the house of the future. (Beverly Overmeyer, April, 1992)

In a similar fashion, the State of Iowa prepared the "Iowa Usonian Houses by Frank Lloyd Wright MPS." Constructed between 1948 and 1960, the nominated properties grew out of Wright's second great productive period in his long career. The Usonian house "offered the hope that middle-income families could build affordable homes of great architectural quality during times when Americans faced unprecedented demands for affordable, single-family housing." The properties share the physical qualities of "a rigid geometry, horizontal detailing, warm colors, 'natural' materials, and a solid, sheltering character." The Iowa Usonian houses illustrate Wright's creative approaches to cost control through standardization and use of common materials.

Sites nominated to the National Register under Criterion D, because they "have yielded or may be likely to yield information important in prehistory or history," are also very difficult to justify if they are derived from activities of the past 50 years. Scholarly information sufficient to determine the comparative value of recent archeological sites tends to be very limited. It is especially difficult to determine what kinds of information can be derived from site remains as opposed to that available in written records, oral testimony, and photographs. This cautionary point does not constitute a prohibition of all such nominations, but it does illustrate the need for justifying and documenting the exceptional importance of recent archeological sites.

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XI. SUMMARY

The National Register Criteria for Evaluation encourage the listing of a property that has achieved significance within the past 50 years only if it is of exceptional importance or if it is a contributing part of a National Register eligible district. While that language sounds restrictive, the criteria are general principles that are applied in specific contexts. The criteria discussion of recently significant properties is not intended to bar consideration of many resources that can be judged unusually important in the recent development of American history, architecture, archeology, engineering, or culture. However, the criteria and National Register program require that nominations for such properties demonstrate that sufficient historical perspective and scholarly, comparative analysis exist to justify the claim of exceptional importance.

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Historic Recognition of City-Owned Property, including parks and City-owned facilities:**Staff recommendation to HDC July 16, 2002****Revised 1/4/05****Judy Christensen** 

There are more than 935 acres of parkland, grounds and forests at 58 sites, 119 acres of right-of-way, 22,000 street trees, as well as 67 municipal buildings and park shelters within Rockville. Currently, there are 18 acres of parkland per 1,000 residents. Approximately 50 percent are developed as active-use parkland; the remainder is in a natural state. A list is attached. Properties that are already designated are highlighted. Potential sites are indicated with an asterisk.

Goal: To preserve the historic character and significance of City-owned historic properties and ensure that changes to the properties to meet public needs have the least possible adverse effect on the historic character.

Means: Designate properties with historic significance to the City of Rockville as local or National Register historic sites or districts; or cooperatively consult with appropriate City departments; or prepare a site management plan with design guidelines with user groups for Mayor and Council approval. The management plan would allow maintenance and listed improvements without further review.

Implementation Options: Research, recommend, and pursue a Map Amendment to change the zoning to add an overlay HD or Historic District zone; Nominate to the National Register of Historic Places; Consult with appropriate City department staff; or Develop a site management plan for approval by user groups and final approval by the Mayor and Council.

Discussion:

Local Designation: Local historic designation ensures that properties will be reviewed when changes to structures or historic landscapes are required or proposed to ensure that changes have as little adverse impact possible while meeting needs. An application would be made to the Historic District Commission (HDC), which would grant or deny the application via the Certificate of Approval process. The recourse to a disputed decision is through district court.

National Register: The National Register listing carries no mandatory review and approval, but the HDC routinely reviews and makes recommendations on proposed exterior changes to these properties within the City Limits. If the HDC finds that the proposed changes would have an adverse effect on the property, it may recommend to the Mayor and Council that it be designated as a local historic site or district and permits would be withheld until the rezoning is completed or denied.

Consultation: City properties that do not have permanent structures and are within National Register and local districts are minimally affected by historic status, given the level of review and the existing practices. For public parks and facilities that have historic elements, the HDC and its staff consults and works in an advisory role with the Department of Recreation and Parks. The issues generally pertain to better interpretation and park use.

On City-owned property within historic districts, the HDC does not have purview over landscape plantings and park furniture such as playground equipment, benches and trash receptacles, which are not considered permanent or structural changes and are easily removable. It does have purview over permanent or semi-permanent structures and removal of mature trees, with particular attention paid to specimen trees of significant age and street trees that contribute to a period streetscape. The HDC relies on the advice of the City Forester's office in approval or denial of removal or treatment of these trees and possible replacement if removed.

Site Management Plans: For certain public parks and facilities that have historic elements and structures, whether designated or not, the HDC and its staff works with the Department of Recreation and Parks and other user groups in preparation of a site management plan. These are properties where many users and groups cooperatively use a site. Each of these groups has a vested interest in the use, administration, configuration, and maintenance of these sites. These sites present a more complex process in management and the process for change.

As a general policy, staff recommends that City properties that have historic buildings and/or other tangible significance to the City should have a management plan with design guidelines adopted by the Historic District Commission, other users, and the Mayor and Council. Management plans of this type based on the *U.S. Secretary of Interior Standards* have been adopted for the Beall-Dawson House and Historical Park and for Glenview Mansion. The same *U.S. Secretary of Interior Standards* have been adopted by the Historic District Commission and the Mayor and Council as the basis for guidelines and architectural design standards for locally designated private properties in the City. Any item approved in the management plan could be implemented without further review. Substantial changes to the adopted management plan or guidelines would need to be approved by all parties and the Mayor and Council. In cases where a site management plan with specific guidelines is used, it would be reasonable to nominate the properties for listing on the National Register of Historic Places only, rather than pursue local designation, to preserve the democratic spirit of the subcommittee of interest groups associated with the property.

City-owned properties that are historically designated:

Woottons Mill Park tailrace and mill site (Local only)
Beall-Dawson House and Park (Local and National)
Dawson Farm Park (National Register only)
Rockville Cemetery watershed access (Local only)
Jacquin Trells Williams Park (Rockville Academy grounds) (National Register only)
Courthouse Square Park (Local and National Register)
Friends Park (Local and National Register)

Attachment: List of City-owned Parks and Facilities showing designated sites, nominated sites, or sites in the potential Lincoln Park preservation area.

City of Rockville properties- Parks and Facilities

Anderson Park	End of Princeton Pl
Beall-Dawson House/Park (NR, local, Plan) 1	103 W Montgomery Ave
Bullards Park	150 Calvert Rd
Calvin Park	1248 Gladstone Dr
Children's Resource Center	322 W Edmonton Dr
Climbing Gym Recreation Services Building Civic Center Park	
City Hall Campus City Hall Bouic House (S. Washington Street)	111 Maryland Ave
Civic Center Park F. Scott Fitzgerald Theatre Social Hall Climbing Gym Croydon Creek Nature Center Glenview Mansion & Cottage, Gardens (Plan) Rec. Services Building Edmonston Dr. & Baltimore Rd	Edmonston Dr. & Baltimore Rd
College Gardens Park	615 College Pkwy
Courthouse Square Park (NR, local)	MD Ave & W. Montgomery Ave
Croydon Creek Nature Center <i>(See Civic Center Park)</i>	
David Scull Community Center & Park	1133 First St
Dawson Farm Park (NR)	Copperstone Ct
Dogwood Park	800 Monroe St
Elwood Smith Community Center & Park	601 Harrington Rd at Mercer Rd
F. Scott Fitzgerald Theater & Social Hall <i>(See Civic Center Park)</i>	
First Street Park	First St & Maple Ave
Friends Park (NR, local)	Falls Rd & Montgomery Ave

Glenora Park	Dundee Rd
Glenview Mansion, Cottage, and gardens (Management Plan) <i>(See Civic Center)</i>	
Grandin Ave. Park	704 Grandin Ave
Hillcrest Park	50 Crawford Dr
Horizon Hill Park	Wootton Pkwy
*Israel Park (Clarence "Pint")	357 Frederick Ave
Jacquelin Trells Williams Park (NR)	S. Adams St & Rt 28
James Monroe Park	Monroe St
*King Farm Farmstead Park (Nom)	Rt. 355 and Redland Road (Nominated)
Kinship Park	N. Washington & Beall Ave.
*Lincoln Park Community Center	357 Frederick Ave
*Lincoln Terrace Park	Moore Dr
Lone Oak Park	Grandin Ave at Woodburn
Mannakee Circle/ Peg Sante Park	Mannakee St & Beall Ave
Maryvale Park	12 First St
Mary Trumbo Park	Park Road
*Memory Walk Park	Lincoln Ave at Douglas Ave
Millennium Gardens	Falls Road & Potomac Valley St.
Montrose Community Ctr. & Park	451 Congressional Ln
Montrose Woods Park	Tildenwood Dr
Monument Park	550 Maryland Ave
North Farm Park	North Farm Lane
North Street Park	North St & N Washington St

* Nominated for historic designation or within the potential Lincoln Park historic preservation area

Northeast Park	Gude Dr & Red Gate Farms Ct
Orchard Ridge Park	Falls Rd at Wootton Pkwy
Potomac Woods Park	2276 Dunster Rd
*Pump House at Croydon Park (Nominated)	401 S Homers Ln
Red Gate Municipal Golf Course	14500 Avery Rd
Rockcrest Ballet Center & Park	1331 Broadwood Dr
Rockmead Park	Greenplace Ter
Rockville Public Works Facilities	Rothgeb Drive
Senior Center	1150 Carnation Dr
Silver Rock Park	Clagett Dr & Maple Ave
Skate Park at Welsh Park (<i>See Welsh Park</i>)	
Swim Center	355 Martin's Lane
Tweed Park	Tweed St
Twinbrook Comm. Rec. Ctr. & Park and Annex	12920 Twinbrook Pkwy
Twinbrook Bike Path	
Upper Watts Branch Park	Nelson St & College
Veterans Park	Rt 28 & Rt 355
Welsh Park	Martins Lane at Mannakee St
Woodley Gardens Park	900 Nelson
Woottons Mill Park (4 acres: local)	Hurley Ave

* Nominated for historic designation or within the potential Lincoln Park historic preservation area